

CITY OF SAN JOSÉ, CALIFORNIA
Department of Planning, Building and Code Enforcement
801 North First Street, Room 400
San José, California 95110-1795

STAFF REPORT

Hearing Date/Agenda Number
8/24/05 Item

File Number
PDC04-109

Application Type
Planned Development Rezoning

Council District
4

Planning Area
Berryessa

Assessor's Parcel Number(s)
244-31-011 and 078

PROJECT DESCRIPTION

Completed by: Jeff Roche

Location: Southwesterly corner of Capitol Avenue and Autumnvale Avenue

Gross Acreage: 4.0

Net Acreage: 4.0

Net Density: 26.75 DU/AC

Existing Zoning IP Industrial Park

Existing Use: Industrial Park

Proposed Zoning: A (PD) Planned Development

Proposed Use Up to 107 single-family attached units

GENERAL PLAN

Completed by: JR

Land Use/Transportation Diagram Designation
High Density Residential (25-50 DU/AC)

Project Conformance:
☒ Yes ☐ No
☐ See Analysis and Recommendations

SURROUNDING LAND USES AND ZONING

Completed by: JR

North: Industrial Park

IP Industrial Park

East: Capitol Avenue and Detached and Attached Residential

R-1-8 (PD) Planned Development and
A (PD) Planned Development

South: Detached and Attached Residential

A (PD) Planned Development

West: Industrial Park

IP Industrial Park

ENVIRONMENTAL STATUS

Completed by: JR

☐ Environmental Impact Report found complete
☐ Negative Declaration circulated
☒ Negative Declaration adopted on May 25, 2005

☐ Exempt
☐ Environmental Review Incomplete

FILE HISTORY

Completed by: JR

Annexation Title: Orchard No. 62

Date: May 15, 1974

PLANNING DEPARTMENT RECOMMENDATIONS AND ACTION

☒ Approval
☐ Approval with Conditions
☐ Denial
☐ Uphold Director's Decision

Date:

Approved by: _____
☐ Action
☐ Recommendation

APPLICANT/DEVELOPER

Citation Homes
Attn: Steve Schott, Jr.
404 Saratoga Avenue, Suite B
Santa Clara, CA 95050

OWNER

Autumnvale Associates, Inc.
Attn: Robert Canepa
20 Bremer Place
Danville, CA 94526

OWNER

Adams Capital Management
Attn: Edwin Kawamoto
221 Main Street, #440
San Francisco, CA 94105

PUBLIC AGENCY COMMENTS RECEIVED

Completed by: Jeff Roche

Department of Public Works

See attached memoranda.

Other Departments and Agencies

See attached memorandum from the Environmental Services Department, the Fire Department, and the Berryessa Union School District.

GENERAL CORRESPONDENCE

See attached Staff Summary of the (6/13/05) Community Meeting, electronic correspondence from the neighborhood and letters from Citation Homes.

ANALYSIS AND RECOMMENDATIONS

BACKGROUNDProject History and Description

The applicant, Citation Homes, is requesting to rezone a 4.0 gross acre site from IP Industrial Park to A (PD) Planned Development to allow the demolition of the existing industrial park building and associated improvements and the construction of up to 107 attached residential units. Access to the project will be from a new driveway on Autumnvale Avenue. There is an emergency vehicle access proposed out to Capitol Avenue.

The project site was the subject of a recent General Plan Amendment (File No. GP 04-04-04). The General Plan amendment changed the Land Use/ Transportation Diagram designation from Industrial park with a Mixed Industrial Overlay to High Density Residential (25-50 DU/AC). Planning staff recommended “no change to the General Plan” and the Planning Commission recommended approval of the General Plan Amendment. The City Council approved the Amendment request in June 2005.

This project was originally scheduled for Planning Commission on August 10, 2005. It was deferred from that meeting to the August 24, 2005, Planning Commission meeting, to allow time for a follow-up meeting with community. Staff will provide an update to the Planning Commission on August 24, 2005. Given the change in location from the Old City Hall to the New City Hall, a “courtesy re-notice” was also sent to the neighborhood indicating the change in the location of the meeting.

All new residential units will have three bedrooms and a two-car garage in either a side-by-side or tandem configuration. In addition to the garage parking, there are 39 on-site and 8 public street parking spaces (along Trade Zone Boulevard), resulting in a total of 261 parking spaces being available. No parking is currently allowed along Autumnvale or Capitol Avenues, nor is street parking on either of these streets being proposed by the developer. The project developer has proposed a 10 % reduction (29 less parking spaces) in the required parking due to the site’s proximity to Light Rail.

As depicted on the Conceptual Site Plan, the project would have several characteristics typical of a Garden Townhouse development. Units would have front doors that face on to a pedestrian paseo. Each unit would back on to a private driveway that provides access out to Autumnvale Avenue. In addition to the paseo areas, the proposed project includes common open space areas for the use of future residents.

Development standards included within the proposed zoning would allow buildings up to three stories approximately 45 feet in height, require 150 square feet of common open space per unit, and 100 square feet of private open space per unit.

Existing Site Conditions and Surrounding Uses

The site consists of two parcels, both of which are occupied by industrial park buildings. All existing buildings are proposed to be demolished. Surrounding land uses include industrial park uses to the north and west, and detached and attached residential uses to the east and the south. The subject site is located adjacent to Capitol Avenue and the Capitol Light Rail line, and is between the Montague and Cropley Light Rail Stations. The Santa Clara County VTA also runs the # 59 bus line along Capitol Avenue.

ENVIRONMENTAL REVIEW

A Mitigated Negative Declaration was adopted on May 25, 2005, which discussed the specific development proposed which included up to 109 single-family attached units. The Mitigated Negative Declaration addressed issues such as aesthetics, biotics, archaeological, geology/soils, hazardous materials, noise, water quality, and air quality impacts.

A Traffic Report was prepared for the project. This report was reviewed by the City of San Jose, Department of Public Works staff and it was concluded that the project was in conformance with City Transportation Policies.

With the implementation of the proposed mitigation measures, which include construction related mitigation for potential noise, urban runoff, air quality, and water quality impacts, the project will not have a significant impact on the environment.

GENERAL PLAN CONFORMANCE

The project site was the subject of a recent General Plan Amendment (File No. GP 04-04-04) approved earlier this year by the City Council. The correct density is based on the following calculation: 107 units per 4.0 acres (not 3.4 acres as shown on the plans) equating to 26.75 dwelling units per acre (not 31.5 dwelling units per acre as depicted on the plans). The density of the proposed development, 26.75 DU/AC, falls within the lower end of the density range of the High Density Residential (25-50 DU/AC) designation and is therefore in conformance with the General Plan.

The site is located immediately adjacent to a major transportation corridor (ie, Capitol Avenue). While the site may conform to the Land Use/ Transportation Diagram designation, the potential for up to 93 additional housing units is being lost with the approval of this project due to the project's density being at the bottom end of the General Plan density range.

ANALYSIS

The primary issue associated with this project is conformance to the Residential Design Guidelines. Items addressed within the Guidelines include Unit Type, Site Design, Perimeter Setbacks, Private and Common Open Space, Internal Building Separation and Parking.

Conformance to the Residential Design Guidelines

1. **Unit Type.** The proposed project is a hybrid of two development types identified in the Residential Design Guidelines, “Garden Townhouse” and “Cluster Housing”. As proposed in this project, Garden Townhouses are designed with front door access from a paseo at the front of the unit and a garage for each unit accessed from an alley at the rear of the unit. Garden Townhouse development, however, typically has a density range of 8-16 DU/AC. Because the project was designed to achieve a higher density of 26.75 DU/AC, buildings are placed closer together, with less private open space than is typical for a garden townhouse. As a result the proposed project also has characteristics consistent with a Cluster Housing development, which typically has a density of 16 to 35 DU/AC.
2. **Perimeter Setbacks.** The Residential Design Guidelines specify appropriate setbacks for new development with respect to adjacent streets and adjacent uses. Per the Residential Design Guidelines, the minimum setback for a three-story unit from a street is 35 feet and setbacks from adjacent residential uses should match setbacks of existing similar structure or use, provided such setbacks do not exceed the range of common practice.

The proposed zoning provides perimeter setbacks that range from a 13-foot minimum setback (17-foot typical) along Autumnvale and up to 20-foot along both Trade Zone and Capitol. This setback is approximately 18- 22 feet short of the standards suggested in the Residential Design Guidelines. A 17-foot setback is proposed along the project’s easterly boundary adjacent to the residential uses. Adjoining uses on the property to the south include attached residential and the associated surface parking areas. The existing buildings are setback between 10 and 21 feet from the property line. For these reasons, staff has concluded that the reduced setback would not be detrimental to the existing development on the adjacent site to the south.

In order for the proposed project to be built at the density specified by the General Plan, a reduction in the perimeter setbacks is necessary. The reduced setbacks are consistent with development along North Capitol Avenue as a result of the street widening to accommodate the new Light Rail Line extension. The westerly portion of the site has an unusual shape and is confined by the existing street network. Although the project proposes setbacks that do not conform to the suggested setbacks of the Residential Design Guidelines, staff is supportive of the reduced setbacks in order to achieve the proposed density.

3. **Internal Building Separations.** The Residential Design Guidelines include the same standards for internal building separations for Garden Townhouse and Cluster Housing developments. These standards have been incorporated into the project Development Standards as follows:

The Guidelines include minimum building separations based upon front, rear and side orientations. The project is proposing front-to-front setbacks of 25 feet, side-to-side setbacks of 10 feet, except at corner to corner locations where a 5-foot setback is proposed, and rear-to-rear setbacks of 30 feet. Staff has concluded that as proposed, the project meets the intent of the building-to-building separations in the Residential Design Guidelines and that minor exceptions (at building corners) are acceptable due to the site shape and associated constraints.

The proposed project will include a five-foot setback between garage and driveway and at least one planter, three feet by three feet in dimension, will be provided for each unit, consistent with the Guidelines. Staff will work with the applicant at the Planned Development Permit stage to ensure that these areas remain unobstructed from utilities and that the area above the tree pockets allow for the future growth of the tree.

4. **Private and Common Open Space.** The project proposes 100 square feet of private open space per unit. This 100 feet does not meet the standards suggested in the Guidelines for Garden Townhouse of 300 square feet per unit for private open space yet exceeds the Cluster Housing standard for private open space of 60 square feet per unit.

The project proposes 150 square feet of common open space per unit which falls between the standard for a Garden Townhouse project (ie, 150 square feet per unit) and a Cluster Housing project (ie, 200 square feet per unit).

As depicted on the conceptual site plan, the “combined common open space areas and private open space areas” total approximately 1.5 acres, or approximately 65,000 square feet. The proposed Zoning would provide at least 100 square feet of private open space for each unit. As depicted on the conceptual floor plans, each unit is currently provided with a private “porch area”. The project will be designed to insure that each unit includes a minimum of 100 square feet of private open space at the Planned Development Permit stage.

Staff has concluded that the project would exceed the minimum square footage standards, set forth in the Guidelines for open private and common space combined, and should result in the development of useful common open space areas located throughout the project, and is therefore, an acceptable approach to the provision of open space that meets the intent of the Guidelines.

5. **Parking**

The project developer has proposed a 10 % reduction in the project parking due to the site’s proximity to the Light Rail line, resulting in a total of 261 spaces. City policy supports a reduction of up to 10 % for structures or uses located within 2,000 feet of a light rail station. As stated earlier in this report, this site is located between two light rail stations. The Residential Design Guidelines would recommend a total of 290 parking spaces for this project.

As a result of the community meeting, the project developer revised the plans to include fourteen (14) additional parking spaces. This also resulted in two less units than originally proposed. The applicant has also agreed to provide towing service at no charge to the adjoining industrial park

project should residents and/or their visitor park on the industrial properties to the north. Staff will ensure that this condition is included in the project at the Planned Development Permit stage.

For all of these reasons, staff has concluded that the project conforms to the Residential Design Guidelines in the area of parking.

Parkland Dedication or In-Lieu Fees

The issue of parkland dedication or fees was reviewed by the City's Parks and Recreation staff during the development review process, and due to the relatively small size of the site, it was determined that the City would require an in-lieu fees rather than dedicate land for park purposes.

Conclusion

While the project does not fully meet some of the applicable Guideline standards for setbacks and building separations, the project represents an effective compromise between the developer's desire to provide single-family units, the City's goal of achieving higher-density and the need to provide a pleasant living environment for future residents.

PUBLIC OUTREACH

Notices of a Draft Mitigated Negative Declaration and a public hearing notice were distributed to the owners and tenants of all properties located 1,000 feet of the project site and posted on the City web site. Staff has been available to discuss the project with members of the public.

All correspondence received to date are included with this report. A combined, General Plan Amendment/ Planned Development Rezoning Community Meeting was held in mid-June 2005. A staff summary of issues from the Berryessa Citizens Advisory Council meeting, is attached to this report. The primary issues addressed in the Community Meeting were traffic, parking, and open space.

RECOMMENDATION

Planning staff recommends that the Planning Commission forward a recommendation of approval to the City Council for the subject rezoning for the following reasons:

1. The proposed project is consistent with the San Jose 2020 General Plan Land Use/Transportation Diagram designation of High Density Residential (25-50 DU/AC).
2. The proposed project generally conforms to the Residential Design Guidelines.
3. The project furthers the goal and objectives of the City's infill housing strategy and will promote transit usage.
4. The proposed zoning is compatible with existing and proposed uses on the adjacent and neighboring properties.

Attachments

Cc: Joshua LoBue, Citation Homes, 404 Saratoga Avenue, Suite 100, Santa Clara, CA 95050
Richard Mindigo, Mindigo & Associates, 1984 The Alameda, San Jose, CA 95126
Dale Osborn / Bill Hughes, Berryessa Citizens Advisory Committee, Berryessa Community
Center, 3050 Berryessa Road, San Jose, California 95132